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This two-part study is an outgrowth of the explosive expansion in English-medium instruction which has taken place in the primary schools of Kenya since 1957. "Part I: The Prator Statement," which concentrates on the linguistic, methodological, and teacher-training aspects of the overall problem, presents first a description of the linguistic background of Kenya, the rationale underlying the use of English as a medium of instruction, and the role of Swahili and the vernaculars. Also described are the present language policy, its implementation and future, and the development of the NPA ("New Primary Approach" -- referred to formerly as the "English-Medium Scheme"). The author evaluates the "New Peak Course" and the teacher training colleges. "Part II: The Hutasoit Statement" focuses attention on the administrative and financial aspects of education in Kenya and implementation of the NPA. A few of the joint recommendations appended to the report suggest that (1) English should become the universal medium of instruction in Kenya schools, (2) Swahili should be introduced in Standard (Grade) IV and be continued as a compulsory subject, (3) primary school pupils should become literate in their vernacular, and (4) for adequate instruction in Swahili, it is necessary to prepare teaching materials and to develop teacher training facilities. (AMM)

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A STUDY OF THE "NEW PRIMARY APPROACH" IN THE SCHOOLS OF KENYA

by

Marnixius Hutasoit and Clifford H. Prator

Carried out during February-March, 1965,
at the request of the Ministry of Education,
with the support of the Ford Foundation.

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JOINT INTRODUCTION

This study is an outgrowth of the explosive expansion in English-medium instruction which has taken place in the primary schools of Kenya since 1957. In that year a Special Centre was set up in Nairobi, as a dependency of the Inspectorate of Schools in the Ministry of Education, to prepare the materials and teachers which would make it possible to experiment with the use of English as the medium of instruction in Standard I. The resulting program of study, embodied in The Peak Course, was first tried out in a few urban schools for Asians. For a variety of reasons, it was an immediate and resounding success: 1) it solved a multiplicity of practical and political problems inherent in the former system of giving instruction in several different Indian languages; 2) it brought with it an entirely new child-and-activity-centered concept of education; 3) it provided much more adequate texts and teaching materials than had ever before been available; and 4) it was carried out under almost ideal conditions of close supervision and continuous in-service training of teachers.

Such success led to demands, increasing in more than geometric proportions, that the new program be extended to higher standards and to a larger number of schools. By the end of 1963 the 25 booklets making up The Peak Course for Asians in Standards I, II, and III were in print and on sale in Kenya; it was estimated at that time that 89% of Asian primary education in the country was being begun under the new system. Inevitably there arose formidable pressures to introduce English-medium instruction in the schools for Africans as well. An adaptation for Africans, The New Peak Course, was begun at the Special Centre in 1961 and completed by the end of 1964. There was only one African Standard I class using the new materials in 1961. In 1962 there was the one Standard II and 82 new Standards I. In 1963 the figures were one Standard III, 82 Standards II, and 226 Standards I. New Standards I numbered 650 in 1964, at which point more than 10% of Kenya's primary system had gone over to English-medium instruction. Since the reforms already undertaken could not well be abandoned at the end of Standard III, new materials for Standard IV were developed, the beginnings of The Pivot Course.

In other words, it has become abundantly apparent that what began as a small experiment in English-medium instruction has now led to a major educational revolution which bids fair to involve all seven standards in all the primary schools of Kenya. Appropriately and wisely, the Ministry has recently decided to refer to the expanded program as the New Primary Approach (NPA) rather than as the English-Medium Scheme.

Not surprisingly, such a rapid and extensive change of orientation in language, philosophy, and methodology has brought with it a wide variety of increasingly urgent problems. Are the values which might derive from adequate instruction in the vernacular languages being sacrificed? Can English-medium instruction be reconciled with the legitimate interest in developing Swahili as distinctively indigenous lingua franca throughout Kenya and East Africa? Can enough teachers with the necessary superior qualifications be found, immediately and in the foreseeable future, to staff the new NPA classes? How can these teachers be given the initial training and the continuous supervision which are essential if the demonstrated effectiveness of the NPA is not to be dissipated? How much and what types of foreign aid may be required? Are the physical conditions in rural primary schools such as to permit a type of instruction which must rely heavily on visual aids, special equipment, and group activities? What changes in administrative structure are advisable as responsibility for what was initially a special program, built up by unusual means, is shifted to regular educational personnel and machinery? Is the NPA being extended too fast? Can its extension be controlled? What requirements should be met before a school is allowed to go over to the NPA? What are the geographical considerations to be kept in mind in approving new NPA classes? In short, how can a plan developed to meet the needs of a small group of atypical urban schools for Asians be transformed so as to make it effectively applicable to the great rural mass of the country's system of primary education for Africans?

And behind all the other problems there lies, of course, an ultimate problem of money: how much will it cost to apply the NPA universally? And are the necessary resources available?

In his charge to the authors of the present study, the Chief Education Officer of the Ministry of Education requested that special attention be paid to the following elements:

"a) The linguistic aspects of the program as related to the social and political structure of Kenya.

b) The present lower primary [NPA] curriculum and the current teaching methods.

c) The whole content and quality of the materials now employed in the programme.

d) The pre-service and in-service training of the teachers for the whole programme.

e) Organisation, expansion and supervision of the programme with particular reference to the urgent popular demand for the programme and the financial aspect of satisfying that demand.

f) The impact of the programme on the whole primary school system."

In view of the complexity of the problems involved, it must be said at the outset that a longer period of time in which to carry out this study would have been highly desirable. Mr. Hutasoit was able, for his visit to Kenya, to secure a leave of absence for only six weeks from his post as Deputy Minister for General Affairs of the National Development Planning Agency of the Government of Indonesia. The circumstances of Mr. Prator's employment as Professor of English and Vice-Chairman of the Department of English (in charge of the Teaching of English as a Second Language) at the University of California, Los Angeles, permitted an even shorter stay in the country, though he had had an opportunity to become familiar with the NPA program on two earlier visits to Kenya.

The authors have had no choice but to do the best they could within their very limited time. It was possible to visit schools--English-medium and vernacular--in all six of the regions into which Kenya is divided for administrative purposes and in Nairobi. Thanks to the completeness of the arrangements made by the Ministry of Education, contacts which would normally have required weeks to make were compressed into days. There were conversations with more individuals, at all levels of the administrative and instructional hierarchy, than could possibly be listed in this report. Several score administrators and teachers temporarily abandoned their usual duties and traveled, sometimes many miles, from their posts in order to attend open meetings at which a cross-section of those responsible for the operation of the NPA discussed their reactions to the program. Mr. David Wanjuki, who had been lately appointed to the Ministry staff to direct and co-ordinate NPA activities, and Mr. Arnold Curtis of the Kenya Institute of Education accompanied the authors on their safaris to the provinces and undoubtedly helped them to overcome much initial naïveté. The Ford Foundation not only financed the study but also made available files, facilities,

contacts, and the counsel of its representatives in Nairobi.

Two recently released documents, often consulted and frequently referred to in this report, were especially helpful. The first was the Recommendations for Planning the Continuation and Extension of the English-Medium Programme (Ref: G.26/14/4/ Vol.III/101; C.I.S.; December 9, 1964) of the Ministry's Planning Committee (Charles O'Hagan, Director of the Special Centre, Arnold Curtis and Peter King, Secretary and Assistant Secretary respectively of the Kenya Institute of Education, and Ernest Stabler, Planning Officer of the Ministry). The second was the Kenya Education Commission Report, Part I, Nairobi, Government of Kenya, December 12, 1964, in which at least the general shape of educational policy to come could be seen.

If, despite such generous aid, errors of fact or false impressions have crept into this report, the authors can only blame themselves and the lack of sufficient time for checking.

The pressure of time was also responsible for the decision not to attempt to combine the separate Hutasoit and Prator statements into a single document. A division of labor was worked out whereby Prator, because of his background in applied linguistics and his experience with similar programs of language instruction in the Philippines and elsewhere, would concentrate on the linguistic, methodological, and teacher-training aspects of the over-all problem, an area roughly corresponding to points a, b, c, and d in the Ministry's charge. Hutasoit, on the other hand, because of his previous work as Secretary General of the Indonesian Ministry of Education and his interest in planning, would focus his attention on administrative and financial matters, approximately covering points e and f of the charge.

Nonetheless, the authors ask that the two statements be regarded as a single joint report. We have conferred constantly, shared all information, and discussed all important issues at length. Each of us has certainly influenced the other's thinking. Both concur fully in the joint recommendations which appear at the end of the study.

Nairobi, Kenya
March 3, 1965

Marnixius Hutasoit
Clifford H. Prator

PART I

The Prator Statement

1. Linguistic Background

One point, above all others, should be made very clear in any attempt to analyze "the linguistic aspects of the programme as related to the social and political structure of Kenya." The shift to the MPA in the primary schools of Kenya involves two separate and distinct educational reforms of major significance, the one linguistic, the other methodological. On the one hand, there is the change from a system in which the major vernacular of each locality was used as the initial medium of instruction, with English often not introduced as a separate subject until Standard IV and as the medium until two or three years later, to a system in which all instruction is given in English from the very outset of primary school. On the other hand, there is the change from a brand of education characterized by formal methods, dominance by the teacher, and paucity of instructional equipment and materials, to a brand which demands group work, pupil participation, and the availability of books and teaching materials in generous quantities. It was largely by historical accident that the two educational reforms coincided in Kenya. They could equally well have occurred separately or alone, as has actually been the case in many other parts of the world.

It is obvious, then, that the advisability and success of the linguistic and methodological reforms can and indeed should be considered separately. That is the procedure which will be followed in this report.

As is well known, Kenya is a country of many tongues, though its babelization is by no means so complete as a casual reading of the long list of languages and dialects spoken there might seem to indicate. Accurate information as to the number of speakers of each language appears impossible to come by, however a reasonably good indication can be found in the figures of the newly released Kenya Population Census, 1962 (Nairobi, Ministry of Finance and Economic Planning, January, 1964), where the population is broken down into racial and tribal groupings.

Of a total population of 8,636,263, some 8,365,942 or approximately 97% speak various sub-Saharan African languages as their mother tongue, and only 270,321 or 3% are speakers of other languages—principally English, Gujerati, Punjabi, Urdu, Hindi, and Arabic. Eight major African languages account for a reassuring 82% of the total population:

Language	Number of Speakers	Percentage of Population
1. Kikuyu	1,642,065	19.0
2. Luo	1,148,335	13.5
3. Luhya	1,086,409	12.5
4. Kamba	933,219	11.0
5. Kalenjin	898,244	10.0
6. Kisii	538,343	6.0
7. Meru	439,921	5.0
8. Mijikenda	414,887	5.0
Totals	7,101,423	82.0

No other African language is spoken---as mother tongue---by more than 200,000 people.

However, there remains the unique case of Swahili--very widely used as a lingua franca--which certainly must be considered as a major factor in the over-all linguistic picture. For Swahili, it is even more difficult to cite reliable figures than for the other languages of the country. If one is to believe the Census, it is the mother tongue of no more than 8,657 Kenyans, or one-tenth of one percent of the total population, concentrated in the coastal areas of Mombasa (2,793), Lamu (1,528), and Kwale (1,474). But more must be said later about the place of Swahili in the social, political, and educational life of Kenya.

Unfortunately, the African languages of the country are divided into a number of different language families. If it is assumed that the large tribal groupings of the Census correspond to linguistic groupings, then the figures are:

Language Family	Number of Speakers	Percentage of Population
1. Bantu (including Swahili, Kikuyu, Luhya, Kamba, Kisii, Meru, and Mijikenda)	5,412,564	62.5
2. Nilo-Hamitic (including Kalenjin)	1,373,876	16.0
3. Nilotic (Luo alone)	1,148,335	13.0
4. Hamitic (including Galla and Somali)	372,116	4.5

In other words, there are in Kenya certain language barriers, notably those between families, across which intelligibility drops to zero. Whereas 62.5% of the population would find it relatively easy to learn Swahili or Kikuyu, the non-Bantu 37.5% would find it more difficult.

In the history of Kenyan education a large number of tongues--assuredly too large a number--have played a part. The introduction of the NPA has considerably simplified the language situation in the schools; this should be considered an essential service even if the new program had no other achievements to its credit. Thanks chiefly to the NPA, the authorities responsible for determining language policy in the primary schools of newly independent Kenya need concern themselves seriously with only three elements: English, Swahili, and the major vernaculars.

2. The Case for English

Viewed in relation to the present social and political goals of Kenya, the case for assigning to English the role of instructional medium appears very strong indeed.

Social Goal: The elimination of divisions based on race, tribe, religion, and economic status. English is the greatest lingua franca the world has ever known; it is used by more people, of more different kinds, in more widely scattered places, for more different purposes than Latin ever was. It would be absurd at this late stage of the development of mankind to regard it as the property or instrument of the small island off the coast of Europe which had the honor of giving it birth.

Social goal: National economic development and an improved standard of living for the individual Kenyan. Economic development and higher living standards can be achieved only through access to science and technology. In today's world the language of science and technology is pre-eminently English. The speed of technological progress is increasing at an astounding rate; the chemists tell us that more chemical literature has been published in the last twenty years than in all previous history. With every year that passes, then, the possibility grows more remote that any appreciable portion of the publications on which material progress depends will be ever translated into more than two or three of the world's languages. English is still the key which opens the door to economic and social advancement for the average Kenyan.

Social goal: The widest possible extension of access to education. English is equally accessible to all groups of Kenyans. It is already widely spoken in the country and well established in the school system. Adequate materials for teaching are available, and there are more teachers prepared to give instruction in English than in any other language. At present a shift to any other tongue, such as Swahili, as the teaching

medium would disadvantage certain groups and probably set the development of education back by at least a decade.

Political goal: The strengthening of national unity. The political leaders of countries as diverse as the United States, the Philippines, Ethiopia, Nigeria, Ghana, and Uganda have seen and continue to see in English one of the most effecti e instruments for achieving national unity.

Political goal: The development of democratic social and political institutions. It is only a slight exaggeration to say that English is also the language of democracy. Certainly, the English-speaking countries have taken the lead in the development of democratic institutions, and most of the great statements of democratic ideals were written in that language. However, in Kenya the national languages will be needed along with English in order to reach the masses of the people.

Political goal: Pan-Africanism tempered by co-operation with both East and West. Whereas Swahili, at best, permits communication within a limited area in East Africa, English is spoken by more Africans than any other tongue. When in Africa, even the Russians and Chinese usually find it necessary to communicate in English. A Kenyan traveling abroad can win few friends and influence few people through Swahili or Kikuyu. And yet, Swahili might play an important role in the unification of East Africa.

3. Swahili

Swahili offers several advantages, not as a substitute for English but as a complement to it.

Chief among these is undoubtedly the great emotional appeal it has for many East Africans, particularly the politically minded. Swahili can be regarded as an African creation, something which really belongs to the people of this continent, a part of that African past for which a new generation of African intellectuals is anxiously searching. English may be tainted with an aura of colonialism and capitalism, but not so Swahili. Swahili equates with nationalism. The reality and depth of this emotional appeal should never be underestimated; for an increasing number of Africans it is powerful enough to sweep aside all logical and pragmatic considerations.

(One need hardly take seriously the accusation made by detractors that Swahili, on the other hand, is tainted with an aura of slave-trading and piracy because of the circumstances of its origin. There is little doubt that many more slave-traders and pirates have spoken English than Swahili!)

Swahili, too, is a major lingua franca. It is spoken some extent, in some form, by a varying number of people in the greater part of Tanzania, much of Kenya, and a little of Uganda, particularly in the cities. And it seems to be spreading rapidly with increased mobility and better communications. J.W.T. Allen, former editor of Swahili, The Journal of the East African Swahili Committee, describes its current range "as stretching from Kismayu [southern Somalia] to Ibo [northern Mozambique] on the east coast to Stanleyville [northeastern Congo] in the west and deep into Rhodesia and Nyasaland" ("The Rapid Spread of Swahili," in Swahili, December 1959, No.30, p. 70 - 75). It is thus beginning to be a link language between the English- and French-speaking zones. Allen also notes that "the practical value of Swahili in public life, the professions and the commercial world is fast increasing throughout East Africa and the Congo." Estimates as to the actual number of speakers vary enormously and are almost meaningless since they usually specify no criterion of judgment. The number of persons who can handle orally a vocabulary of a few hundred words in none-too-well-formed sentences may run as high as eight or ten million in all of East Africa; probably only a small fraction of that number are fully literate in the language.

While the authors of this study were in Nairobi, the newspapers carried the announcement that a leading Member of the House of Representatives had stated officially his intention to introduce a motion urging the Government to adopt Swahili as Kenya's official language.

Because Swahili is a lingua franca and African, it is considerably easier for a Kenyan to learn than is English. Even for a European, it is easier than most African languages to master. It contains a great many easily recognizable loan-words and, in the course of the wide use and abuse that has been made of it, it has lost the tonal system which probably characterized it originally and which is still for a foreigner the most difficult feature of almost all other sub-Saharan tongues. One suspects, however, that there is some element of illusion in the rather extravagant claims regarding ease of mastery sometimes made by Swahili enthusiasts; everyone's ear is very tolerant of mistakes made in a lingua franca which is the mother tongue of hardly anyone and which is still used primarily for oral communication. Be that as it may, to make the average Kenyan child fully literate in Swahili would certainly require a good bit less time than to secure the same result in English.

Compared with any other language of East Africa, Swahili is blessed with an abundance of printed literature. This ranges from classical poetry and historical accounts written centuries ago on Zanzibar in Arabic script and in a heavily arabicized style, through traditional folktales, to modern short stories, political speeches, and government pamphlets. Most present-day writing in Swahili appears in small weekly or monthly newspapers and periodicals, many of them published by missionary or government agencies. Swahili listed 66 such publications appearing wholly or partly in the language in 1959, 18 of which were produced in Kenya. Since independence others have certainly been established, as well as several publishing houses dedicated to bringing out books translated into Swahili.

It is still true, nonetheless, that the total body of materials printed in the language, especially materials of solid educational or literary worth, leaves much to be desired. If all existing Swahili books and periodicals were gathered together in one copy each, there would probably be room enough to stack all of them atop one large dining-room table. In other words, an education conducted entirely in that language would, under present circumstances, lead to very little. These circumstances may well change, of course, with the revival of interest in Swahili which has come with the independence of the East African countries; it is quite possible that the total Swahili bibliography may double in size within the next decade. Even so, it will be difficult for many years to come to find enough material in the language to put together a course of study extending over all standards and forms which will be rich enough to justify inclusion in the curriculum of the schools. It would appear, then, that the Kenyan educational authorities would be well advised to keep the extension of Swahili in the schools in step with the actual growth in importance of the language. A sizable premature extension might well produce the opposite of the desired effect; school children are quickly disillusioned with a study which lacks substance.

Another strong reason for caution is the fact that a considerable amount of language engineering will have to be undertaken if Swahili is to become in the near future a fully satisfactory medium for dealing with the various subject matters which make up education. No linguist would agree that any language is forever incapable of dealing with modern scientific thought; given time and skilled cultivation, Swahili can certainly reach the point where it can be used to treat any of the subjects that are of interest to the East African society of which the

language is an expression. But the process will take time. Language engineering is notoriously a controversy-provoking activity, and its results are most often unpredictable. Swahili is spoken in an unusually wide variety of forms and it lacks an obvious center of gravity. Shall the schools teach the particular variety used in Zanzibar? Or Mombasa? Tanga? Dar-es-Salaam? Or will it be necessary to invent a neutral variety not actually spoken by anybody at present? If the latter, is it possible to set up an authority with enough power to impose the compromise solution? And who is to invent or choose the necessary specialized terminology? Who will enforce its use? Many linguists go so far as to say that the development of a language, except for the element of spelling, simply cannot be legislated.

4. The Vernaculars

There remains to be considered the question of the role of the vernaculars in Kenyan primary education. Unfortunately, little has been printed in any of them, and some of the minor ones have never been reduced to writing. Almost the only agency, governmental or private, which has concerned itself in a systematic way with the publication of vernacular materials is the East African Literature Bureau, founded in 1948 by the Governments of the three East African countries and still functioning in Nairobi. In the days of vernacular instruction prior to the advent of the NPA, the Bureau, with the sporadic aid of a few private publishers, had produced school readers and a small amount of supplementary instructional material in some twelve major Kenyan languages, with most being done in Kikuyu. There have been several attempts to establish vernacular periodicals, but these have met with no great success. The NPA has largely eliminated the demand for its school readers, and the Bureau now concerns itself principally with adult-literacy materials. Its Catalogue of Books for 1964 lists 123 titles in Kenyan languages classified under the following headings: grammars and language study; fiction and poetry; education and adult literacy; geography; agriculture and veterinary; civics, economics and administration; health; history and biography; customs and traditions; money and trade, crafts, technical; and books for women.

No very strong case can be made, then, on the grounds of volume of existing printed materials, for the inclusion of vernacular instruction in the primary-school curriculum. A great deal can be said, however, from the point of view of the average Kenyan child and the meaning that his mother tongue has for him.

Nothing is ever closer to a child, a more intimate part of his very personality, than the language in which he learns to express his first thoughts and in which he develops his relationships with those upon whom his early life depends. If his first experience with education is in a school where his vernacular is excluded or given no official role to play, he can hardly avoid being forced to two most unfortunate conclusions: 1) that education has little to do with the real life around him, and 2) that there is some mysterious element of inferiority in his mother tongue and hence in himself. The first conclusion, that education is somehow unreal, often leads to an excessive reliance on words and a failure to see the practical application of what is learned. The second, the suspicion of inferiority, may result in loss of self-confidence, unwillingness to take the initiative, or--by over-compensation--aggressively anti-social behavior.

When a child enters school, the first practical goal set for him is to learn to read and write; in a modern school, one of the first concerns of the teacher is to give him reading readiness. <u>The only language for which he can have any real reading readiness at the beginning of Standard I is his mother tongue</u>. It is only in his vernacular that he can have had the variety of experiences necessary to make reading meaningful. The essence of the process of learning to read is to learn to recognize in printed form the stock of words with which one is already thoroughly familiar in oral form. Such a stock of words is already available in the mother tongue, but it takes months to build it up in English. Experience in many parts of the world indicates that preliminary exercise in reading a phonetically spelled vernacular is an excellent preparation for learning to cope with the erratic spelling of English.

The almost universal reaction of teachers and parents to the NPA is that children exposed to it are much more active and responsive than were children taught through the old vernacular medium. On the surface, this seems paradoxical. How is it possible that children should be less responsive in their mother tongue than in a language as foreign to them as is English in Standard I? The answer, of course, lies in the dual nature of the NPA reforms: it is not some magic quality of the English language which makes pupils respond, but rather the NPA methodology. It seems obvious that Kenyan children would react with even more freedom in their own vernacular than in English if the teaching methods were the same in both cases.

Controlled experiments conducted in the Philippines indicate that a more enthusiastic pupil response during the initial years of school is one of the indisputable advantages of vernacular instruction.

(A great amount has been written by scientists and patriots concerning the dangers of depriving a school child of literacy in his mother tongue, and the arguments mustered up are indeed impressive. In a report such as this it is possible to mention only a few of the most important considerations. For a more comprehensive treatment and bibliographical references see C. H. Prator, "Education Problems Involved in the Teaching of English as a Second Language", in Colloque sur le Multilinguisme Deuxième Réunion du Comité Interafricain de Linguistique, CSA/CCTA Publication No.87, Brazzaville, 1962, pp. 65-81)

5. Language Policy

The Kenya Education Commission included in its deliberations a consideration of language policy. The Commission Report contains the following summary of its recommendations on this point: "English should become the universal medium of instruction from Primary I, but Kiswahili should become a compulsory subject from Primary I wherever possible. Teachers of Kiswahili should be given further training in a crash programme during school holidays" (p.13, recommendation 48). There is no reference to the vernaculars in the summary, but the main body of the Report includes a brief paragraph about them: "The choice of the English medium does not mean that we wish to undermine the vernaculars. The vernacular languages are essential languages of verbal communication and we recognise no difficulty in including a daily period for story-telling in the vernacular, or similar activities, in the curriculum of Primary I, II and III. We recommend, therefore, that the vernaculars will continue to serve their historic role of providing a means of domestic verbal communication. We see no case for assigning to them a role for which they are ill adapted, namely, the role of educational medium in the critical early years of schooling" (p.60, paragraph 171).

The authors of the present report are happy to be able to add their recommendations to that of the Commission with regard to the use of English as the universal medium of instruction. The implementation of this proposal would require only that the expansion of the NPA now under way be carried through to its logical conclusion.

In general we agree with the Commission's evaluation of the role which Swahili should play in Kenyan education, though we should prefer to see the introduction of that language as a compulsory subject postponed until Standard IV except in regions where it is the vernacular, or there are no teaching materials in the vernacular, or there is such a mixture of vernaculars as to make instruction in any one of them impractical. Postponement is suggested in order to avoid overloading the curriculum in Standards I, II and III with language work at the expense of other subject-matter areas. The simultaneous use of English, Swahili, and a vernacular at that level would surely result in such an overloading and create linguistic confusion. Introduced in Standard IV, Swahili would continue as a compulsory subject thereafter.

We cannot help feeling that the Commission has underestimated the importance of the vernacular languages of Kenya and has overlooked their potentialities for contributing to the formation of the national character. Our own recommendation would be that as many young Kenyans as possible be given the opportunity to become comfortably literate in their mother tongue in primary school. We believe that this could be accomplished in the one period of instruction per day through Standards I, II and III which the Commission is willing to see devoted to "storytelling in the vernaculars or similar activities." We would go even further and urge that, throughout the second cycle of primary education (Standards IV-VII), one period per week should be allotted to keeping the earlier acquired literacy alive. This might take the form of an hour spent in the discussion of materials read, the writing of compositions about local or national problems, or any other activity suitable for promoting that verbal creativity which can always be cultivated most successfully in one's mother tongue.

An educational system which turned out graduates incapable of writing a readable letter home in the language of the village would be no credit to Kenya. In the foreseeable future, there will always be among the very disparate elements of Kenyan society some needs for written communication which cannot well be satisfied through English or Swahili. If the Commission is truly serious when it places such heavy emphasis on the idea that "education must become more child-centred," what justification can there be for denying the child the right to literacy in the mother tongue which is so much a part of his personality? We cannot believe that it is really necessary, in the name of national unity and Pan-Africanism, to deprive African children of an essential part of the normal development to which children almost everywhere else in the world have easy access.

6. Implementing Language Policy

If the Commission's recommendations, with the slight modifications we have suggested, were to be put into effect, certain practical problems would surely have to be faced. The Commission itself has noted at least one of these, the lack of competent Swahili teachers: "We suggest that this should be rectified by means of crash training programmes during the school holidays. For this purpose, the training colleges will themselves need to strengthen their staff and we suggest that the Ministry of Education should put on a special course for selected training college tutors. Our terms of reference do not ask us to make recommendations about the development of the University of East Africa, but we wish to use this opportunity to place on record our view that, if there were a Department of Kiswahili in the University College, Nairobi, it would greatly assist in the promotion of Kiswahili as a national language in Kenya" (p. 61, paragraph 174).

Presumably, the supply of vernacular teachers would be more adequate, since a large proportion of primary teachers is now giving instruction in the vernaculars and may be assumed to have a practical mastery of their mother tongue, at least in its spoken form. However, visits to schools have enabled the authors of the present report to confirm with their own eyes a fact which other observers have been reporting over a period of years: the methodology now used by teachers of both the vernaculars and Swahili is, by and large, very ineffective, far below the standard at present being set for English by the NPA. The difference is doubtless due even more to the availability of the New Peak materials created by the Special Centre than it is to the very sketchy crash training program that it has so far been possible to give to the NPA teachers. The Commission Report makes no mention of the almost total lack of modern teaching materials in Swahili or of the amount of time and skilled creative effort that must go into the production of any good set of teaching materials adapted to the particular needs of the country. The problems of in-service and pre-service training of teachers in Kenya are serious enough even with good materials which trainees can be shown how to use; without good materials, short vacation workshops usually prove to be little more than a waste of time.

In other words, though we agree whole-heartedly with the aims of the Commission, the form in which it makes its recommendations for implementation gives rise to serious misgivings. We hope there is no suggestion that a monolithic new language plan be imposed immediately on the school system, simultaneously in all Standards, that teachers be prepared later, trainers of teachers still later, and good teaching materials last of all.

We would urge an implementation in the reverse basic order, proceeding "with all deliberate speed," with the successive steps overlapping whenever possible.

7. Reorganization of the Special Centre

It seems to us that the time has come for a fundamental change in the status of the Special Centre. The MPA is no longer "special" but is fast becoming the regular pattern of primary education in Kenya. As the Centre's writers push on into Standards IV - VII with their materials, they will need to work in close collaboration with specialists in geography, history, science, and the other subject-matter areas. We recommend, therefore, that the Special Centre be joined administratively and physically with the other agencies which are already at work on the primary-school curriculum (the Entebbe mathematics group, the science group, etc.) in a single over-all Curriculum Development Unit. As resources permit, specialists in other subject-matter areas should be added to the staff of the Unit. The Mutasoit statement gives fuller information as to the administrative structure and operational functions which are suggested for the Unit as a whole.

The Special Centre would then drop its name and become the Language Section of the Curriculum-Development Unit. The responsibility of the Language Section, as indicated by its name, would extend over the entire language-arts area: English, Swahili, and the vernaculars. It may be important to point out here that the principles and methodology of teaching a second language (L2)--be it English, Swahili, or any other tongue--are fundamentally the same. Methods of teaching a first language (L1), the mother tongue, should be quite different, but they bear a clear relationship to second-language methods. Furthermore, a knowledge of the structure of the pupil's L1 is essential to anyone who would write fully effective materials for teaching him an L2. Thus the more the staff of the Language Section knew about Kikuyu or Luo, the better the job it could do for teachers of Swahili or English. From a technical point of view, the cause of Swahili and that of English are in no way antagonistic; both can be best served if they are pursued together.

With this in mind, the Ministry might well consider the advisability of bringing the East African Literature Bureau into a close relationship with the Language Section of the Curriculum-Development Unit.

The Language Section should be headed by a linguist, a man with a graduate degree in the discipline of descriptive linguistics, one familiar with scientific analyses of English and able to cope with the analysis of African languages. He should also be widely familiar with primary education and have experience with the teaching of L2's. Up to now the NPA has been developed almost entirely by general educationists without specialized training in linguistics. These men have done an excellent job, and nothing could be farther from our thinking than to minimize their accomplishment. The great reforms in Kenyan education for which they are largely responsible constitute a monument of truly imposing dimensions of which any group might be very proud. But, for all the good it has done, the NPA still has its defects, of which more will be said later. The most serious of these defects, at present, are of a type which can be remedied only by a thoroughly trained specialist in applied linguistics. The generalists have done their work well, but it is essential--if language teaching in Kenya is to realize its full potential--that a specialist at some time be given the opportunity to make the contribution that only he can make. If the Language Section is to help with instruction in Swahili and the vernaculars, the need for the services of a trained linguist becomes doubly pressing. It is a grave error to try to build lasting bridges without an engineer or to construct great edifices without consulting an architect.

In so far as we have been able to determine, there is at present not one single fully trained African linguist in all of Kenya! Indeed, there appears to be only one in the whole of East Africa, a member of the Department of Sociology at Makerere. This is a tremendous lack in a region so full of problems of language, linguistic engineering, and applied linguistics. There seems to be no possibility, then that a suitable Kenyan could be found to head up the Language Section in the near future. Perhaps a good candidate could be found in West Africa; there are already small groups of African linguists at the Universities of Ibadan and Ghana. It will probably be necessary, however, to bring in an expatriate for the period of time needed to train a Kenyan in Great Britain or the United States. We know of no more certain way for a foreign-aid-granting agency to contribute to the development of Kenyan education than by supplying the appropriate scholarship or scholarships.

8. The Inclusion of Swahili and the Vernaculars in the NPA

Up to now, the NPA has undeniably worked to the advantage of English and at the expense of the vernaculars and, to a lesser extent, of Swahili. Supervisors often remark that, since the advent of the new program, "vernacular teachers have lost heart." This should certainly not be surprising. All the best classrooms, the most successful teachers, the soliderst equipment, the newest materials are going to the English-medium classes. Supervisors are so busy trying to cope with the expansion of NPA that they seldom have time to devote to classes conducted in Meru or Swahili. The attitude seems to be: "Why worry about them? They are a thing of the past anyway."

We believe that this most unfortunate state of affairs can be remedied by carrying to its logical conclusion the basic concept of the NPA itself: if its name means anything, it is to be considered as the New Primary Approach, equally concerned with all the elements of the curriculum. Within the daily class schedule specified by the NPA, there is a period at the end of the morning reserved for teaching the children their vernacular or Swahili. At present this period seems to be largely wasted. One hears stories of its occasionally being used by lady teachers to catch up with their knitting. The New Peak Course includes no texts, materials or suggestions for teaching African languages.

It would seem that in the future work of the Language Section at least equal priority should be given to pushing on with the English materials for the upper cycle and to eliminating this lack of African-language materials in the lower cycle of primary school. Perhaps the preparation of modern texts and teachers guides for both Swahili and Kikuyu could be begun simultaneously. Those for Swahili might have to be in two slightly variant versions for those pupils who began the language in Standard I and those others who started it in Standard IV. The early stages of the study of Swahili in Kenya should be largely oral, since for most of the pupils it will be more of an L2 than an L1. It would also be very unwise to try to begin reading in two L2's, English and Swahili, at the same time in Standard I. The Kikuyu materials, on the other hand, should be designed to teach literacy in the shortest possible time, since Kikuyu would be the L1 of the pupils using them. (In section 9 of this report it is recommended that reading in English be postponed until Standard II.)

As time and resources permitted, the materials for teaching pupils to read and write the other major vernaculars could be modernized by the Language Section and fitted into the framework of the NPA.

During the summer of 1965, an eight-week workshop will probably be held in Dar-es-Salaam, under the joint auspices of the Tanzanian Ministry of Education, the University College of Dar-es-Salaam, and the University of California, with the support of the Ford Foundation, in order to begin the preparation of up-to-date materials for teaching Swahili in the primary schools of Tanzania. Linguists and methodologists from the staff of the University College, others from abroad, and Tanzanians who have shown an interest in writing Swahili texts will spend the two months working together in the hope that the resulting materials will be definitely superior to anything heretofore available. If the first workshop is a success, the series will probably be continued. We strongly recommend that the writer who was recently assigned to the Special Centre staff in Nairobi to develop Swahili materials should be allowed to participate in the Dar-es-Salaam workshop and should maintain contact with subsequent developments in Tanzania which may be of value to Kenya.

9. Evaluation of "The New Peak Course"

It should be said immediately that, on balance, we consider The New Peak Course to be the best set of materials for teaching primary-level English now in use in Africa. Some of its great advantages have already been alluded to repeatedly in this report. In addition, it is almost alone among British-produced textbook series of this sort in making a systematic effort to help the teacher deal with the problems of English pronunciation. It derives much effectiveness from the fact that it does not attempt to be universally salable but is specially tailored to meet the needs of a particular school system. If space and time permitted, it would be a pleasure to try to analyze in detail its various virtues. But--like all human creations--it is not perfect, and this report may be more useful if we now dwell a little on those elements which, according to the best judgment of which we are capable in such matters, might still be improved.

As suggested in section 7, the most important of these elements are of a linguistic nature:

a. Insufficient effort has been made to diagnose, by contrastive analysis of L1's and L2, the precise nature and degree of the difficulties facing Kenyan children who are learning English.

b. The actual facts regarding English structure and usage, at both the grammatical and phonological levels, are

misstated in quite a large number of instances; superstitions about English that are unsupported by the facts of usage are sometimes treated here as gospel.

c. Though there is much talk about controlling the order in which grammatical structures are to be presented, structural control is actually very lax; nowhere does the distinction between "language-patterns," "sentences," "formulas," and "conversations" really become clear.

d. The early course books give the teacher no help in determining which expressions are to be taught for recognition alone and which ones the pupils are expected to master actively.

e. The pupils learn quite bookish English: for example, the full forms of verbs are presented first, the contracted forms afterwards or in some cases not at all; as a result one almost never hears a contracted form used by teachers or pupils.

f. The effort to help the teacher deal with pronunciation problems does not go nearly far enough and is largely abandoned in the later books of the series: a set of phonetic symbols is timidly introduced at the beginning but the teachers are never shown transcriptions of connected speech; sentence-stress and intonation markings are placed on the "language-patterns" and "formulas," but the "word-lists" and "conversations" do not show where the stress falls on compounds; the treatment of contrastive stress is thoroughly muddled.

Methodology is an area in which it is difficult to speak with assurance, but a few of the methodological aspects of the Course seem, at best, doubtful:

a. There appears to be too much reliance on the philosophy that, in order to teach a child to speak an L2, one has only to make him want to talk about a lot of things. This is a dangerous part-truth; it is a little like saying that the best way to train a telegraph operator is to give him lots of good news to transmit without first teaching him the Morse Code.

b. As a consequence, perhaps too little attention is paid to preventing errors before they can occur; unless enough initial organized drill is given to form strong language habits, the child will be far beyond his depth when asked to communicate on a wide variety of subjects; it is much harder to break bad language habits than it

is to form good ones in the first place. What is needed is a readjustment of the balance so as to give a little more organized drill and rather less opportunity for completely uncontrolled use of language.

c. The course books recommend that choral work be kept to a minimum, though this is one of the best ways in a class of 40 to 50 individuals to maximalise the amount of time each child spends in actually speaking English.

d. The dialogue material in the "conversations" is uninteresting to dramatize and contains many questions which would never be asked in real life: "Am I Wambui?" "Is your father a man or a woman?"

e. As at present constituted, the Course provides that all the lavish stock of visual aids that it requires should be made by the teacher himself. This makes a very serious demand on his time and, perhaps, on his money. One cannot help but wonder if it would not be better and cheaper, in the long run, to print at least some of these visuals for large-scale distribution. The very inexpensive type of flannel-board cut-outs which Hachette prints for Capelle and Girard's Passport to English might be appropriate.

f. The formal reading of English seems to be begun too early; we would recommend postponing it until Standard II. This would eliminate any problems which might arise from attempting the first steps in reading simultaneously in English and the vernacular. Many supervisors complain that the children have a very poor comprehension of the printed page in reading English. A principal cause of this lack is probably that they are insufficiently familiar with the oral language which the printing represents.

g. In the provinces most teachers appear to feel that the reading material goes too fast: "Each page is about something new." "There is not enough repetition of words."

h. Reading experts in general, to some extent as a result of pressure from linguists, are beginning to take phonics seriously again. There is much experimental evidence to the effect that the most efficient way of learning to read English is by a method which combines look-say and phonics. The Course makes little attempt to capitalize on the regularities of pattern which are certainly the basic element of the English orthographic system.

i. The work in writing may place rather too much emphasis on the careful formation of individual letters at the expense of speed and the rapid linking of letters.

It may be useful to point out also that some users believe that even The New Peak Course is still too urban and European in its orientation and that there is a certain amount of overlapping and contradiction among the various booklets that compose the series.

In our judgment all this adds up to a need for future revision, but certainly does not constitute a case for hesitating to support the NPA in its present form. It would be highly advisable, both in the eventual revision of The New Peak Course and in the writing of The Pivot Course, to make much greater use of evaluation, trial teaching of portions of the text, systematic gathering of feed-back and consultation with selected teacher-trainers outside the capital than has been made in the past.

10. The NPA in Action

The outstanding feature of the NPA, viewed not as a series of texts but as a program in action, is its tremendous popularity with teachers, administrators and parents. The most unmixed approval seems to come from the parents. Some of them are aware that their children are getting a better education under the new plan; as one puts it, "They are becoming inquisitive little devils." But what weighs heaviest with them is probably the knowledge that, with English-medium instruction, the children have a far better chance of passing the Kenya Preliminary Examination (KPE) which every child must at present take, in English, at the end of primary school. In other words, parents believe that NPA-taught children will more easily make their way in life. Hence the unremitting pressure to open more NPA classes.

The English-Medium Supervisor of the Western Region summarizes his impressions: "The achievement of children in English-medium classes by Standard IV is much greater than that of their contemporaries in vernacular classes. Many are able to make up little stories in English after only one year of school. They have the language; their approach to solving problems is better; they are generally not shy and are ready to discuss problems with their classroom teacher without fear."

There is a truly impressive amount of enthusiasm then, but there are also grave misgivings and even cries of alarm. Nothing is more obvious than that the simultaneous expansion and extension

of the NPA are fast outstripping the stock of human and material resources available for implementing it properly. An increasing number of untrained teachers is being assigned to NPA work. Often the only special preparation they have had for the new job is one hasty week at a teacher training college (TTC). Some of them are lucky to be visited by a supervisor once per month. The classrooms frequently have no doors, locks, or cupboards, and there are sometimes gaping holes in the walls. At one school that we visited early in the morning, we found the teacher wringing her hands because of the overnight disappearance of most of her visual aids and realia. Other teachers pack all their equipment into boxes at the end of the school day, laboriously carry the boxes to the office for safe keeping, and must spend up to a full period next morning rearranging the classroom. A few schoolrooms simply have no furniture at all, to say nothing of the special movable seats and tables required for group work. Hardly any classes have fully adequate supplies of all the different books making up The New Peak Course, and in some places the texts prepared for Asians are being used by the African children.

As a result, perhaps, of the attempt that is now being made to transfer responsibility for the operation of the NPA from special channels to the normal ones, there is also a dismaying amount of administrative confusion. Supervision of NPA classes has, until recently, been in the hands of the local TTC's. In a memo dated June 11, 1964, the Ministry of Education requested that supervision and in-service training be taken over by the Regional Inspectors of Schools. The memo stated specifically that "it is not intended to end abruptly the services they [the TTC's] are giving to English Medium work," and that "where local supervisors have not yet been appointed, the work of supervision is mainly in the hands of training college staff." Nonetheless, many TTC tutors, who had been devoted propagators of the NPA, regarded the memo as a summary dismissal and reacted with considerable indignation. Some TTC's in their zeal for the success of the classes simply ignored the memo; others hastily called in their supervisors, leaving a vacuum behind them. The pattern of supervision and responsibility, then, varies widely from region to region at present. One suspects that many more clear-cut, forceful, and carefully planned memos from the Ministry will be needed before the confusion clears up to any notable degree. The Hutasoit statement offers some specific suggestions regarding ways of working toward a solution of the administrative problem.

Our strongest impression of the many NPA classes we visited was their lack of uniformity in quality. They ran the complete gamut. At the one extreme, there were those in which all the much-heralded benefits of the NPA were in clear evidence. The teacher

spoke an adequate brand of English with confidence, was smiling, active, and sympathetic. The pupils, if given a chance, crowded around the visitors to ask questions. There were doors, windows, and good solid locks. The walls were covered with charts and gaily colored drawings. A "project," perhaps involving the construction of a garage, was in the process of elaboration at the back of the room. Class routines succeeded one another with minimum loss of time, and the teacher obviously knew exactly what he hoped to accomplish by each step.

There were also classes at the other extreme, however, where none of these conditions was fulfilled. The model of English set by the teacher was of a type calculated to do more harm than good: "You are a pupil, isn't it?" "What did Festus found in his pocket?" "This is Margaret; he's a girl." We could not succeed in prying one audible word out of the children, who seemed turned into little masses of squirming embarrassment by our questions. Floors were muddy, and what sheets of paper were in evidence were often streaked with dirt. No pictures, no interesting objects, no real organization of activities. The textbooks "had not yet arrived." The teacher went through the forms of a few of the procedures suggested in The New Peak Course but clearly didn't understand their purpose. He allowed his pupils to spend most of their time in interminable recesses outside on the playground. The change-over to the NPA in such a class apparently amounted to no more than the replacement of good Luo by bad English.

11. Future Expansion of the NPA

An NPA class such as that described at the end of the preceding section should, of course, never have been authorized. It clearly does not have the minimum qualities which must be present if English-medium instruction is not to degenerate into a sad farce. Such a class is a trial for the teacher and administrator and a deception for the pupil and parent.

What is worse, the parents can hardly be expected to be aware of the deception which is being practiced on them; obviously the class is being conducted in English, therefore it is an NPA class. The authorities have yielded to their pressure, and all is well. Local educational authorities state that it is very hard to convince parents and County Councils that NPA classes are essentially a more advanced type of education which costs extra money.

Should the expansion of the NPA be speeded up or slowed down? There are strong arguments on both sides, and it is not

easy to make recommendations with confidence. The number of rather poor new classes we saw is a clear indication of the need for a slow-down. The expansion is definitely outstripping the stock of available resources (section 10). On the other hand, the inequality between English and vernacular instruction is becoming ever more pronounced, and such a two-class system of primary instruction cannot be prolonged indefinitely without grave dangers (section 8). Perhaps the wisest course of action would be to slow down a little; 1970 might be a good target date, the year by which all Standards I would be included in the NPA.

If this decision were taken, then it might be possible during the coming five years to increase the amount of local financial support for education in Kenya by taking full advantage of the great current enthusiasm for the NPA. Presumably, an attempt to do this would take the form of mounting some kind of campaign designed to bring home to County Councils and parents of pupils certain basic facts:

a. That the Ministry of Education favors the eventual extension of the NPA to all the country's primary schools.
b. That such an extension cannot be accomplished without better school buildings, more supplies and equipment, more trained teachers, and better supervision.
c. That all of these things cost money.
d. That now and in the long run most of this money can come neither from Nairobi nor from abroad, but must in some way be raised locally.
e. That new NPA classes will not be authorized until the necessary funds are available.

Unless some such technique can be made to work, then the magnificent opportunity that seems to exist at present for using the NPA to achieve a revolutionary up-grading of Kenyan primary education may be forever lost. The schools might get the NPA, but the NPA would be meaningless.

We would urge that the Ministry have drawn up and circulated widely as detailed as possible a statement of the conditions that must be fulfilled before a new NPA class will be approved. Suggestions for possible inclusion in such a list would be:

a. That a good, large, well lit, weather-proof classroom is available, with at least two strong lockable cupboards. If there are no cupboards, the classroom itself should be lockable.
b. That the furniture is sufficient in quantity and quality: at least five large tables and enough individual movable stools for all pupils (see Commission Report, p. 54); a blackboard.

c. That funds are available to buy the needed number of copies of all the booklets making up The New Peak Course, and that these texts will be obtained through District Stores well before the class is scheduled to begin.

d. That there are funds to buy the minimal kit of materials for making visual aids and carrying out pupil activities which the Ford Foundation has been supplying for new NPA Standards I. (The Foundation materials may in the future go to the Local NPA Centre for general NPA use; see section 12.)

e. That a trained teacher, at least a P3, will be assigned to the class, will not be replaced in the course of the year by a teacher of lower grade, and will be encouraged to stay with the class through Standards II and III.

f. That the class will be supervised by a specific individual of at least P1 grade.

g. That the teacher appointed to the class will have his or her expenses paid to attend a special training course of at least two weeks duration so as to become familiar with NPA methods, and that he or she will be given a minimum of two afternoons per week of released time to work at the Local NPA Centre (explained further in section 12).

h. That the school is located within walking or cycling distance of such a center.

i. That no more than 40-45 pupils will be admitted to the class.

Needless to say, if these or similar standards could be met in all the primary schools of Kenya, by the exercise of Harambee, a great leap forward would indeed have been taken. If the standards cannot be met, the children's interests would be better served by leaving them with the formalistic type of instruction that goes well with primitive educational conditions.

12. Supervision, In-Service Training, and the "Local NPA Centre" Concept

One conclusion forced on us by our trips to the various regions of Kenya was that the highest level at which any effective supervision can be done is the county level. A region is just too large an area for any one NPA Supervisor to cover systematically under present conditions of scarcity of transportation and limited network of all-weather roads. When questioned, Regional Educational

Officers were adamant on that point; the job is simply too big to be done by one specialized individual with such aid as the little group of unspecialized local field officers (Assistant Education Officers or AEO's) can give him.

It was a long step forward last year when the point was reached at which each of the seven regions had at least one Supervisor assigned specially to NPA work. But this is still far from enough. These NPA Supervisors--whether supplied by the American AID, Canadian overseas development, or appointed from existing Regional Office staff--are as badly overworked a group of people as one could expect to find. They are doing a most valuable piece of work, but they are tormented by their inability to cover their assignment to their own satisfaction. The most successful of them seem, understandably enough, to have concentrated their energies largely on one or two counties.

We therefore recommend that sights now be raised and the goal be set of having one NPA Supervisor for each of Kenya's forty counties by the end of 1966. Until there is an adequate number of Kenyan university graduates to appoint to these posts, it might well be possible to arrange for an increased supply of expatriate personnel from the existing sources. It is unlikely that the Peace Corps would be willing to undertake this type of supervisory work, and it appears that men are somewhat more suited for it than women. An excellent type of person to look for would be a former Peace Corps Volunteer or Teacher for East Africa who has demonstrated his ability to work effectively in Africa and has shown his devotion to teaching English as an L2 by enrolling in a university for specialized graduate training in that area; a number of American institutions could now supply graduates of this kind.

If the area to be covered by an NPA Supervisor is reduced to a single county, but that supervisor continues to devote most or all of his time to visiting a long series of individual classrooms one after the other, the coverage will still be very thin indeed. There is an obvious need for an in-service-training mechanism whereby the supervisor could work with a group of teachers simultaneously. It seems to us that the best way of achieving this multiplier effect is by the development and implementation of the Local NPA Centre concept.

One of the most impressive features of the English-medium program as it was originally carried out with Asian teachers in Nairobi back in 1957-58 was the splendid combination of supervision and continuous in-service training given it by the Special Centre. The teachers taught their classes during the morning, but every afternoon they came to the Special Centre in order to prepare teaching materials, confer with one another and the Centre staff,

and plan their work for the following day. Such ideal conditions can obviously not be recreated in the provinces, but they were a very important element in the success of the original NPA, and an attempt should be made to approximate them as nearly as possible over as large as possible an area of Kenya.

Up to now the Local NPA Centre concept has fared very badly outside of Nairobi. In the Coast Region, Mombasa has its center, but the latter is easily accessible only to the teachers of the city. Kisumu in the Nyanza Region will soon have a center also in excellent space made available by the British Council. There may possibly be other fixed centers, but mostly the NPA Supervisors find they can do no more than set up an occasional meeting, now in one place, now in another, where they talk to the teachers. Alarmingly, in the region where the NPA has been most expanded, the Central Region around Nyeri, the whole idea of giving a new NPA teacher afternoon time in which to prepare for her classes has been abandoned. Each teacher has one complete day's program to teach in the morning followed by another one with a different class in the afternoon. Headmasters point out, rightly enough, that even if a teacher were given free afternoon time, there would be no way in which she could use it to seek help in the preparation of her classes. Yet it was precisely at Nyeri that we found the greatest optimism regarding the possibility of developing a whole network of Local NPA Centres which would cover the entire Region.

It was felt that three to five centers would be needed in each county and that by careful planning these could be so located that almost all NPA teachers could reach one of them within a reasonable time on foot or by bicycle. If a few isolated schools had to be left without access to a center, they could be singled out for an increased number of morning supervisory visits by way of compensation. Whenever possible, the centers would be located at a TTC; otherwise, arrangements would be made to use a school classroom in the afternoons.

The administrators thought that five afternoons per week of attendance at a center for each teacher would be too much to hope for, but that one or two afternoons could easily be arranged. If teachers were given free time for this purpose, then a record of actual attendance should be kept. The work of the various centers could be scheduled on different afternoons, so as to enable the county NPA Supervisor to operate at each in turn and to spend all his afternoons in such activities.

The setting up and general operation of the network in each county would be the responsibility of the Supervisor, but it was thought that there should also be a separate person in command of each center. The latter role could well be played by a specially

designated AEO. An interesting alternative would be to pick out an unusually successful NPA teacher and put him in charge, as a sort of recognition and reward for a job well done. Any available and interested TTC staff members should also be invited to participate in the work of the Local NPA Centre.

If the centers are to repay the effort which will be required of the Supervisor to establish them and of the teachers to attend them, then they must have something of real value to offer. In addition to the services traditionally rendered to teachers by the Special Centre, it has been suggested that the Local NPA Centres might perform the following functions:

a. Offer demonstration classes; nothing helps a teacher so much as to see an expert do well the precise job the teacher himself must do the following day or week.

b. Serve as the only outlet for the materials which the Ford Foundation has been contributing. At present a certain amount of these materials is given to each new NPA Standard I, a system of distribution that puts a premium on rapid expansion. Having them available for teachers who came to the center might put a premium on quality.

c. Provide detailed sample lesson plans, songs, games, quizzes, etc. NPA teachers insist that more such materials are needed from the Special Centre.

d. Provide an opportunity for teachers to up-grade their own oral English. This could be done by supplying each county or, better still, each center with a battery-run tape recorder. Tapes of the "language-patterns," "formulas," and "conversations" of The New Peak Course could be prepared by the Special Centre. Each teacher could thus practice the language she needed for the next few days while imitating a good model.

e. Make available a small group of very simple books on language teaching, child-development, etc. Perhaps these books could be obtained through foreign aid.

f. Serve as a repository for kits of ten or twelve supplementary readers for children, which teachers could borrow and take to their classes for a week or two. As the NPA reaches the higher levels of primary school, the present lack of supplementary reading materials will be felt even more strongly.

It is quite clear that Local Centres of the type described above would continue to be a very useful feature of Kenyan primary education for years to come. They could be used not only for ex-

panding the NPA but for speeding up the implementation of any other educational reform. And many such reforms will be needed if the much-talked-of Africa-centered curriculum is ever to be achieved in fact.

13. Pre-Service Training and the TTC's

In the long run, the success of the NPA will depend largely on the preparation of a new generation of well-trained teachers able to apply its techniques both to English and to the Kenyan languages. This is, of course, the job of the TTC's.

Under present circumstances, it is very difficult for the latter to perform this function adequately. The NPA demands of the teacher the kind of initiative and creative thinking that usually comes only with a broad and fairly protracted general education. Yet the majority of TTC students enter after only seven years of primary schooling and are currently allowed to enroll regardless of whether they passed or did not pass the examination given at the end of primary school, the famous KPE. They remain at the TTC for only two years. "Teacher-Training College" is really something of a misnomer, for these institutions are usually not even of full secondary-school standard and their teaching staffs seem, with some honorable exceptions, to be inferior to those of most Kenyan secondary schools.

The real hope for solid progress in the country's primary schools, then, lies in raising considerably the standards of teacher-training, lengthening the training period, and improving the status of the TTC's. This may be a long and difficult process. The Hutasoit statement contains certain appropriate suggestions. Meanwhile, there are probably a few steps which could be taken to make the best of present circumstances.

In general, when teacher-training must be done too rapidly and with students who are not fully prepared for it, the only effective type of work that can be given is that which is very realistic and very specific, with little reliance being put on general theoretical considerations. Translated into local terms, this means that the TTC tutors should be given the most intimate acquaintance possible with the details of The New Peak Course. There is evidence of fairly widespread misunderstanding of the NPA and even some hostility to it among TTC staff at present.

Perhaps the best way of improving the stiuation would be to organize at an early date at the Special Centre in Nairobi a substantial workshop for selected tutors, perhaps one from each TTC.

A much needed service that this workshop could render would be to draw up a detailed common syllabus to be used by all TTC's in the preparation of NPA teachers. At present, each college goes

about the training of such teachers in its own way, and the various ways often differ from one another as widely as night from day. Some depend heavily on literature and the traditional indirect approach through wide reading. Others are quite heavily influenced by the more extreme forms of the American linguistic approach to language teaching. Some stress subject matter while others stress methods. The final product in undoubtedly at least as uneven as are the various ways of producing it.

It seems fairly clear that, on average, the present TTC graduates are weak in oral English. And the NPA is essentially an oral method; its results can be no better than the oral model which the teachers are able to set. We would hope, then, that the new syllabus would put a greater emphasis on that aspect of training. There is hardly room in the TTC curriculum for a full-dress course in phonetics, and that is probably not what is called for. More effective, under the circumstances, might be a rigorous course in general oral English, in which considerable attention would be paid to developing fluent practical control of the various patterns of grammatical structure as well as to improving pronunciation. What seems to be needed is not more knowledge about English grammar, but opportunity to master through practice the elements of oral expression. Perhaps access to a tape recorder and the prospect of having to take a separate final examination in oral English would supply some of the necessary motivation.

We were astonished to find that some TTC's are still allowing their students the option of preparing for NPA work or for teaching in the vernaculars. Surely this distinction will be disappearing from the primary schools within a few years. The present TTC option results in serious wastage of human resources. The day will soon come when whatever teaching of vernaculars is done will be done <u>through the NPA</u>. A ministerial directive abolishing the option may be needed.

We were also surprised to find that, contrary to the pattern in many other African countries, hardly any Kenyan TTC's run pilot or demonstration schools. The trainees do their practice-teaching in nearby schools, but apparently none of the latter is under the operational control of the TTC's. In view of the demonstrated effectiveness of pilot schools, both for the formation of trainees and for improving the quality of surrounding schools, we would recommend that, if any administrative difficulties unknown to us can be overcome, each TTC be allowed one school in which to demonstrate its wares without interference.

One other suggestion, which might at least merit consideration, would be that specialist English teachers moving from class to class might give the best results in Standards IV-VII.

Thus the best speaker of English in each school could be selected to set the model for the students.

It is assumed that the TTC's will continue, at least until 1970, to give short in-service courses for teachers who are about to teach their first NPA class. We note only that two weeks are better than one, and that as many headmasters as possible should be invited to come along too.

Clifford H. Prator

Nairobi
March, 1965

PART II

The Mutasoit Statement

1. The Aims and Problems of Kenya Education Today

The new approach in the Primary Schools which is just at the beginning of development should be seen in the context of the whole educational system. Independent Kenya has established new objectives in the field of education. Although it is not clearly stated in the Constitution or in the Education Ordinance, it has been strongly expressed by leaders of the nation, on different occasions, that education in Kenya should aim at building a new Kenya nation from the various groups that live in Kenya, and at raising the standard of living of the people. The colonial structure in political, economic and social life is to be transformed into an independent one.

These are indeed heavy and difficult tasks. Many problems have to be solved simultaneously while the country lacks trained manpower and adequate funds. The key to progressive change is the accumulation of trained manpower. It is indeed a proof of foresight that the Kenya Government, soon after independence, has taken its manpower problems very seriously. The Kenya Education Commission Report and the renovation of primary education through the New Primary Approach (NPA) are two indications. The Kenya Development Plan (1964/1970) gives clear statements of goals in the field of education. In Chapter 1, paragraph 4, sections 2 and 3 it is stated that the Government has adopted:

> "An educational policy that recognises social aspirations and need for skilled manpower as well as limited financial means and the burden of rapid population growth; a manpower policy which is aimed at alleviating unemployment and developing a skilled labour force;"

Furthermore, on page 101 it is stated that:

> "Education rates with agricultural development as the highest priority for the planning period 1964/1970. The long-range objectives for Kenya's educational programmes are:-
>
> 1. To provide universal education through primary schools.
> 2. To ensure enough places at the secondary and higher levels to educate those with recognised abilities.
> 3. To organise the educational system to meet the manpower needs of the country."

The figures on manpower requirements in the Plan indicate that there is a need of 24,000 trained persons at higher levels while the supply is only 10,000. In the intermediate level 103,000 are needed while there are only 30,000. Meeting needs is a very heavy assignment at the present time when only about 10% of the primary school graduates get seats in secondary schools. The technical schools, trade schools and University system needed to supply trained manpower are still very young. The magnitude of the task becomes clearer if we go through the statistical figures of Kenya education. (Annual Summary, 1964, Ministry of Education).

	Schools	Students	Teachers
Primary Schools	5150	1,014,000	27,828
Secondary Schools	222	35,921	2,000
Trade	8	1,043	(No figures available)
TTC	37	4,849	316

The percentage of untrained teachers is 31% at primary, 25% at secondary and 29% at Teacher Training Colleges. The system has to rely very heavily on foreign staff--2% at primary, 56% at secondary and 57% at the Teacher Training College. There are four types of trained primary school teachers and four types of untrained primary school teachers. While the facilities are adequate for the training of teachers of primary schools, local facilities for the training of secondary school teachers are just beginning to develop.

Indeed a very heavy task lies ahead in the field of education if seen in the light of the national goals and the required manpower for development. The reason for this is quite clear and well-known. It is essential to plan for the future, keeping in mind the very limited resources. On the other hand, developing education nowadays is easier than in the past. International cooperation has come into being and international aid in the field of education is also available. But one should realize that foreign aid can only play a supporting role and never can it be a substitute for national effort. The national goals and the manpower requirements can be achieved more rapidly if the present education system can be reviewed to maintain the good elements of the old system with an orientation to the needs of Kenya. The one-sided orientation in the past should change into an African and global orientation, so that more new ideas can be used in the development of a Kenya educational system.

About 10% of the 1964/1965 national budget, 7.8% of the development budget and 50% - 60% of the County budgets are allocated to education. Community efforts in the form of self-help schools are increasing rapidly. It is true that education needs more funds but economies in every sphere should be exercised.

2. The New Primary Approach: Present Practice and Critical Problems

The NPA is new in two senses: in language and in methods. It was started on a large scale in 1963 in the African schools, although a few schools began it in 1962. It was started even earlier in the Asian schools. The NPA considers Standards I, II and III as one unit and treats all the subjects except maths and the vernacular languages as one closely-related whole.

The NPA includes a set of books and additional equipment for students and teachers for Standards I, II and III. The cost of the educational material per class per annum is Sh175.50. All the material is prepared by the Special Centre in Nairobi, which is an instrument of the Ministry of Education. This material is published by the Oxford University Press in Nairobi and in London. The maths material is prepared by the Mathematics Centre and is published by Longmans.

Teachers employed in the implementation of the project are mainly P3 teachers, with a few P4's. In one or two places unqualified teachers are employed. The P3 and P4 teachers in service are being prepared by means of a very short term course, usually one week in length, at the teachers' college and in some cases they are receiving continuous assistance from trained supervisors. Foreign educational personnel are playing an important role in the training of supervisors and in the supervision of classroom teaching. The Special Centre trained supervisors in the initial stages of the program. The TTC's have also been helping in the supervisory work.

The implementation of the project is paid for by the Kenya Government (Ministry of Education, County Councils) and supported primarily by the Ford Foundation, AID, the British Council, and the Canadian Government. Hence we can call it a combined project.

After consulting with a cross-section of concerned individuals in and outside the Ministry of Education, the team is definitely convinced that the NPA has been received with great enthusiasm and even greater expectations. The motives for the enthusiasm are different among different groups in the community. The typical NPA class is a working, dynamic, and creative group, and parents have observed that these attitudes and behavior patterns are carried over into family life. There is an awareness that a new type of education is being introduced. Fathers are proud that their small six- and seven-year-olds are able to speak English and that these youngsters are livelier, have more self-confidence, and ask more questions. They expect their children to pass the KPE and feel that the road to secondary schools and universities will be opened to them.

The expansion of the program is going on rapidly although requirements concerning buildings and furniture are not taken seriously. Sometimes teachers are not of the required levels of training in spite of instructions that have been circulated stating the conditions that should be met before starting an NPA class. County Education Officers have tried to expand the program along the main roads and around the cities to make supervision easier. In many cases supervision becomes almost impossible for reasons of distance.

Communities are pressing the County Education Officers to have the NPA introduced in their primary schools. Delegations are pouring into the County Educational Offices to put pressure behind these requests. But parents do not always realize that their children are receiving an education which costs more, and that additional funds should be provided if this better type of education is to become generally available. Better buildings, better equipment, more and better educational materials have to be supplied, and teachers have to work harder than in the past. Education officers are aware of the financial side of the NPA because they often have to meet the costs of in-service courses, travel allowances, text books and educational materials. (Only the expense of extra materials for use in new Standards I and travel costs are being covered by the Ford Foundation.)

Headmasters often do not fully understand what the new approach is and what combination of textbooks is required for it. The NPA teachers are comparatively better informed about the new method--the required texts and course books, and the needed educational equipment. The NPA teachers are being

supported week by week, in some cases day by day, because they are unable to plan their work in advance if left to their own resources. They know that they need better furniture to do the group work which is an essential part of the NPA but they are not in a position to press for this. They usually teach in the morning, and in the afternoon prepare for the next day's teaching.

The introduction of the NPA in the primary schools in Kenya has brought old problems to light and has created new problems in the field of education. What is in fact occurring in Kenya is not only a new method of teaching in the English language but an educational revolution that starts at the botton of the primary school. The NPA, although at present limited to lower primary, will have its influence in the upper primary, gradually at secondary, higher education and finally in the whole community. There are many problems and with an aim of achieving universal education these problems are greatly increased.

There are three physical problems that primary education is facing. The NPA requires a certain standard of buildings and furniture. Most of the primary school buildings are not suitable for the implementation of the NPA. There are great differences in the condition of primary school buildings from county to county, and even within a county there are variations: 50% - 70% of the buildings and furniture should be improved. This is one problem that should be tackled as soon as possible to conform to present national policy.

The second is one of committed vertical growth within the existing schools. According to the statistics of present primary schools there is a need for 5,517 new classrooms to allow for the completion of existing primary school streams.

The third problem is the need for new schools throughout the country to take care of population growth and the gradual expansion of the primary school system.

Another group of problems that has emerged from the NPA concerns the quality of the teachers. The teachers employed in this program are not adequately trained to adopt the new methods of teaching. What has been asked and is being asked from the teachers is something almost beyond their capacity. Too much is expected from one week of in-service training, training which should have been done in the teachers' college in an intensive way for at least three to six months.

For the simple reason that the present teachers are not well prepared to carry out their new tasks, supervisory services, demonstration centers, in-service courses are needed to provide support. Supervision in this transitional period is a necessity and an inherent part of the program. Ten thousand better teachers are needed to make the NPA a normal operation.

Another important and basic problem facing the primary schools is the curriculum. It needs a total revision in the light of NPA and in the framework of the new aims of Kenya education.

And finally, one of the key problems is the financing of education, in particular, buildings and furniture. To rely completely on the local community as the only resource for providing buildings and furniture will ultimately create very great differences in the development of primary education among the counties, and it will influence, at a later stage, the development of the whole country.

In summary, the present problems of primary schools accentuated by the introduction of NPA are in these areas:

a. Improvement of existing physical facilities
b. Providing classrooms to complete the existing streams
c. Building new and better types of schools
d. Upgrading the quality of teachers
e. Distribution of new classroom materials
f. Development of a new curriculum
g. Financing primary schools.

Any major expansion of primary schools in the immediate future will mean additional burdens to those outlined above, particularly if NPA is to become universal in the existing primary schools.

3. The Need for Consolidation

Based on the considerations stated, the team finds that the achievement of universal education has to be slowed down and all efforts should be directed to the training of better teachers to staff the present system and its committed vertical growth. Consolidation of the present system in the light of the introduction of NPA throughout the whole primary school is a very heavy task that needs concerted effort. The establishment of new schools should be permitted only in those areas neglected in the past. The target for primary education should be NPA in

all primary schools. Otherwise, there will be discrimination which creates tensions among communities and between the people and the government. But development should be well planned, not for one year but for at least three years to come. By consolidating the present primary system we do know exactly the target to be achieved: all standards in lower primary of 5,750 schools, plus a small number of new schools in the neglected areas. This could be planned at county level, co-ordinated at regional level, and submitted to the Ministry of Education for approval bearing in mind the manpower resources and the financial resources of the various counties.

Proceeding this way, the development of the NPA throughout the primary school system will not get out of hand. The emphasis as regards primary education in the period of the first development plan should thus clearly be a better quality of education through a better method performed by better trained teachers. And if Kenya succeeds in achieving this goal, a solid foundation will have been laid for the future: the emphasis in the second plan of primary education should then be on expansion.

4. The Implementation of NPA

The present ways of implementing NPA should be regarded as temporary and inadequate. The implementation clearly needs a better quality of personnel. The problem now is to improve the operation while we are proceeding and change the temporary character into one that is permanent. Let us now examine the factors that need consideration before implementing the expansion of NPA in all existing primary schools.

a. Language

Although this part of the report does not deal with linguistic problems as these are being dealt with in Prator's report, a few remarks should be added here. The first question to be answered is why could the NPA not be implemented now in Swahili or in the vernacular. In reply we have first of all to look into the past to realize that English was the language most widely developed in Kenya. It is now the medium of instruction in different stages of education; it is the language of administration as well as the language most widely used in mass media. The present role of English in the world today in education and in science, as well as in economic and international relations, is well known. The role of English is quite clearly understood even by independent countries which have been colonized in the past by non-English-

speaking countries. An important place has been given to English in the curriculum of these countries. More and more English is being taught in the countries that formed French Indo-China. Indonesia, a former Dutch Colony, now has English as a compulsory subject in secondary schools while Dutch is not taught at all. Even in the Communist countries there is a trend toward teaching more English in secondary schools. These decisions are based on pragmatic considerations and should not be identified as an orientation towards Britain, the original birthplace of the English language. Kenya has Swahili and the vernaculars, at present not sufficiently well developed, as has been stated in Prator's report. It has also been more clearly stated, in the same report, that both should be intensively developed--through better methods of teaching the language, its vocabulary, grammar and literature. The vernaculars are indigenous languages and Swahili is almost an indigenous language in Kenya. These should not be neglected. Wherever and whenever possible the use of Swahili or a vernacular in national and public life should be encouraged. They may become media of instruction at a later stage if so desired. To replace English immediately in the schools, especially in secondary and higher education, would be a setback which is not in the interests of education. On the other hand, English will replace the vernaculars in the homes, or Swahili in internal trade and relations. The choice of English for NPA purposes should be viewed as a pragmatic decision to take a jump forward in education. It is not strange to be bi-lingual or even tri-lingual. Countries that were mono-lingual in the past are introducing a second language in their curriculum, even at primary level. The NPA, with English as medium, will give Kenyans educational access to the whole world.

b. Organization

1) Leadership for developing NPA

During its observations of NPA in the field the team noted these weaknesses:

Administrative personnel are not familiar with the whole impact of the new method.

The expansion of the program is not well planned.

Some counties are far ahead while others have just started.

Different procedures have been followed in selecting schools where the NPA will next be implemented.

The training of supervisors is carried out with different programs and they are recruited from different backgrounds.

Physical requirements differ from county to county.

Educational activities (demonstration centers, courses, etc.) as follow up of the in-service training to support the teachers are strong in some counties and non-existent in others.

Some teacher training colleges are much involved in the program while others consider themselves left out.

The NPA is considered optional by many teachers' colleges while it should be a required course to meet the pressing demand for all NPA teachers.

The Special Centre has been put in the background.

The role of the Provincial Education Office in the NPA is not clear and the same can be said of the Provincial Inspectors.

It is clear that there is not enough coordination among the administrative personnel who are in charge of NPA.

Finally, it is difficult to find the person responsible for the whole operation within the Ministry.

All these problems are understandable in the light of rapid expansion, but the team considers that the time has come to give better leadership in the development of the program. All education administrators, including the headmasters, should be informed precisely as to what their responsibilities are.

There should be directives for planning, directives for selection of schools, directives for training, and directives for improving the physical conditions of the schools.

The team considers that this leadership should be put in the hands of the Assistant Chief Education Officer in charge of primary education--ACEO (P)--and that he should be assisted by an educational planner. Thus, the ACEO (P) becomes the responsible official to direct the whole development of the NPA program and should coordinate all NPA activities. The team is aware that other units like the Teacher Training Colleges are involved in the program and are beyond the competence of the ACEO (P), but the spirit of Harambee can overcome all vertical borders of jurisdiction.

2) Communication

It is necessary to start a system of providing information to all Education Officers at different levels throughout

the country so that every man along the administrative ladder knows his responsibility in the implementation of the program. In addition all attempts should be made to improve his relationship with the parents whose support, both moral and material, is essentially needed.

The team proposes the following scheme for consideration:

A Program to Inform
Educational Personnel Concerning the NPA

	Participants	Organisers	Place	Topics
Stage	PEO Prov.Inspectors Prov.NPA supervisors	ACEO (P) CIS Special Centre	Nairobi	Education Policies. concerning NPA: the planning of expansion, supply of teachers, supervision, in-service training, etc.
Stage	CEO AEO County NPA Supervisors	PEO Prov. Inspectors	Capital of the Province	ditto
Stage	Headmasters	CEO	County Capital	ditto
Stage	Parents (limited to influential parents)	Headmasters	Village	ditto Building Furniture, Fees

The team considers that all principals of Training Colleges should be adequately informed because the colleges have to play a most important part in the program and proposes a conference of TTC Principals on these lines:

Participants	Organizers	Place	Topics
Principals of TTC	ACEO (P) CIS Special Centre	Nairobi	Education Policy and role of TTC in the pre-service and in-service training of NPA teachers.

3) Administration and Community Relationships

The NPA is requiring more from primary teachers, supervisors and administrators. School administrators should be able to establish better public relations, especially with the parents because the physical condition of schools is a responsibility of the local community. Only by establishing better relations with the parents are we able to tap local resources.

The team is aware that school buildings need special attention. The team came across school buildings which are not at all suitable for schools. County administrators should take the lead in the improvement of these buildings and should give simple technical advice to villagers. The Ministry of Education should prepare simple blueprints of buildings with a suitable layout for modern education and sketches should be prepared for classroom furniture. The county education officer should be able to convince the county council that more funds are needed for the performance of this new type of education. The educational administrator should have more knowledge about planning so that he will be able to expand the program along strategic lines keeping in mind the manpower and financial resources of the area.

The team is of the opinion that the quality of educational administrators should be raised to give better leadership in the implementation of the NPA and in the performance of all educational services.

4) Supervision

The team has observed that a supervisory service has been gradually established for the NPA. Supervisors have been trained, as has been said earlier, in different ways and recruited from different backgrounds (AEO's, Headmasters and teachers). Local supervisors are being assisted by foreign supervisors supplied by different foreign agencies (AID, British Council and the Canadian government). We have, in fact, two kinds of supervisors in the field: (1) AEO's who are doing their normal duties, such as visiting schools, collecting school fees and posting teachers, and paying some attention to the academic work of the teachers; and (2) the so-called NPA supervisors whose main duty is now in the academic field. This is not a sound situation and it should be considered a temporary one. Before we arrive at a conclusion as to what should be done to develop a good supervisory service, the team notes that the intensity and frequency of supervision is closely related to the quality of the teacher who is performing the NPA. The better the teacher the less supervision is needed and, on the other hand, the poorer the teacher the more supervision. Most of the teachers involved in NPA are P3 and in a few cases P4. We have, in fact, teachers with only nine years' education teaching in English and covering different subjects. What we expect from these teachers is almost beyond their capacity.

The first level of supervisor that the team has in mind is the headmaster. He would be trained in NPA and he should know exactly the structure of the new method and the materials used in it. He is the man who is responsible for the whole school and the teachers depend on him for advice.

The second level of supervisor is the Assistant Education Officer. All AEO's should be able to supervise the system because in a few years time it is going to be the only system in the primary school. The number of AEO's should be increased and the rate should be not less than one supervisor to twenty schools. (In remote areas where there are fewer schools and poor communications this rate should be increased to one to fifteen schools.) The quality of this supervision should be raised so that it can be of greater help to the teachers.

The supervisory service at the county level could be built up properly if we have one foreign educational adviser in every county. (In some counties two may be needed, depending on the number of supervisors and headmasters to be trained in NPA.) The foreign educational advisers now in the area are very helpful in the development of the supervisory service. Their leadership is well appreciated and they should be asked, together with their more experienced Kenyan colleagues, to draft detailed curriculum for the in-service training of teachers under the guidance of TTC's. The supervisors should establish, where possible, centers where a group of teachers could come together to discuss problems they face in their daily work. Traveling allowance should be provided for this purpose.

The team would like to touch upon the collection of school fees. There are counties which collect school fees through their AEO's while others collect through other channels. The team is of the opinion that the collection of fees should not be a task of an AEO. He should have to give his full attention to supervision which demands much effort and time, especially bearning in mind the quality of teachers now being employed in this new method.

<u>The team concludes that a strong, well-trained, and unified supervisory service should be established as soon as possible with the aid of foreign advisors, and that provision should be made to cover traveling expenditure both for teachers and supervisors.</u>

b) Inspectorate

The team discovered that the role of the Inspectorate concerning the primary schools and NPA is not clear, whereas the position of the Inspectorate in the field of secondary schools is very clear, i.e., to maintain and improve standards. This role has to be clarified.

As is well known, education in Kenya is administered both by the Central Government and Local Government. This means a division of labor so that the different levels of education are efficiently administered. The Education Act (Sections 55-62) has a provision for national control of schools. Briefly, the control of schools means that there is order, discipline and standards in education. To make this possible adequate physical facilities and sufficient staff should be available to conduct the schools so that the standards laid down in the curriculum i.e. fixed by the community or the nation, could be achieved. The latter is, in short, the task of the Inspectorate. It should be able to cut through the administrative levels. The Inspectorate should, therefore, look into all types of schools and accept responsibility for the standards of primary schools, and hence NPA. The Inspectorate should prevent major differences from developing among counties and schools of the same type, should help advise the weak areas, and continuously improve the national standard. For these reasons, the Inspectorate should be staffed with general inspectors and specialists, and they should be located in the capital of the country, in the capital of the province and, as the development of education goes on, in the county capitals.

It is recommended that the present structure of the Inspectorate should be:

CAPITAL:	CHIEF INSPECTOR OF SCHOOLS + ASSISTANTS (SPECIALISTS)
PROVINCIAL CAPITAL:	PROVINCIAL INSPECTOR + ASSISTANT INSPECTOR IN CHARGE OF PRIMARY SCHOOLS

The Provincial Inspector could call on the specialist in the Chief Inspector's Office to assist him in the field when need arises.

c. Curriculum

The team found that the New Peak Series does not cover all subjects in the lower primary. The Mathematics book should be taught in close relation to the New Peak Series. It is felt that improvements in the New Peak Series are needed.

The second item that needs immediate attention is the continuation of the NPA in upper primary. A course in English, the so-called Pivot Series, meant for Standards IV, V, VI and VII, is being developed and is in the testing period. The NPA should continue in the upper primary so that what has been achieved in the lower primary is not set back or lost, but even continued in secondary schools.

At present only 10% of primary school leavers are able to continue in secondary schools. Thus 90% form a terminal education group which has to look for useful employment. We have to think out a new curriculum that is able to reconcile, as far as possible, terminal education and pre-secondary education. The curriculum should also include nation-building elements, interwoven in the subjects that are suitable for that purpose, and it should also pay due attention to local interests. The curriculum should have an African outlook in a global context. Furthermore, an obligatory curriculum for Teacher Training Colleges based on the NPA has to be drafted.

<u>After having considered all these factors, the team is of the opinion that a strong Curriculum Development Unit (CDU) is needed immediately to tackle all those problems mentioned above.</u> The Special Centre, Mathematics Centre, and Science Centre should be incorporated and should be considered as sections of the unit together with new, additional sections that have to be established for the proper functioning of this new CDU. The Unit should be directed by a Board, because the development of a curriculum cannot be entrusted to an individual or a section in the Ministry, but to a group that reflects national ideas. The team considers the Chief Education Officer as the most appropriate official to be the Chairman, with the Chief Inspector of Schools as Vice-Chairman. The Board should have as members ACEO(s), ACEO(P), two outstanding principals of the Teacher Training Colleges and 3-5 outstanding Kenyans with a deep interest in and a wide knowledge of Kenya education and national needs. This CDU should have an executive secretary to perform its daily operations and he should be assisted by the heads of various sections which would include:

1) Language: English, Swahili, and Vernaculars
2) Social Science
3) Natural Science
4) Maths
5) Health and Physical Education.

The Curriculum Development Unit would have the long term responsibility for suggesting revisions of the primary school curriculum and the more immediate task of integrating all subjects in the lower primary, continuing NPA in the upper primary, and proposing changes in the curriculum concerning NPA in the Teacher Training Colleges.

d. Teacher Training

With the introduction of the NPA the quality of the teacher becomes a serious problem both because of the English language and the new method. As an inheritance of the former regime the primary schools now have four levels of trained teachers--P1, P2, P3, P4--and different groups of untrained teachers. A P3 teacher who is doing NPA now is not sufficiently well prepared for this new type of teaching, even though he was trained at a Teacher Training College for two years with a background of KPE. It is almost impossible for these teachers to have sufficient command of the English language and at the same time acquire a thorough knowledge of five or six other subjects. The primary teacher, particularly the lower primary teacher, is considered to be a classroom teacher responsible for all subjects in the class and responsible for the total development of the child.

The question now is what kind of teacher should be trained to be able to handle the NPA. The best educated teachers at the present time are the P1 teachers but their number is relatively small. The minimum standard of an NPA teacher should be P2, trained according to a new curriculum at a TTC. One should not forget that the teacher in the rural areas is at the same time a community leader who is asked for advice by the community. The teacher should be able to maintain his prestige in the community and therefore a reasonable standard of education is needed. The decision concerning the minimum level of NPA teacher is very important because it will last for at least 10 to 15 years and it will also be a guiding principle for upgrading the P3, P4 and the unqualified teachers. In doing this, we are trying to convert the teaching force, which consists of many levels of teachers, into a more homogenous group. According to calculations we need 6,500 more teachers for the coming five years to cover the growth of primary schools in the Revised Development Plan 1965-1970.

There should be more specialisation among the Teacher Training Colleges. The practise in the past was for one college to carry out three programs--P1, P2 and P3. This is a very complicated operation. It is preferable to have one type of program with as many streams as possible. By doing this we can economise on the teaching staff because many classes can be combined for certain periods and for certain subjects. Economy could also be applied in the use of laboratories and the composition of libraries. Another advantage of specialization is that we have students of about the same age and level of education. Students have to be recruited for P2 and P1 courses. P1's are, in the present situation, badly needed to staff upper primary classes.

Another problem to be tackled by the TTC is to uplift the P3, P4 and untrained teachers to the P2 level. The TTC should play a very important part in this upgrading. It is suggested that one TTC with a large staff should be assigned to develop a good correspondence course. Weekly lessons should be used by the untrained teachers. These teachers should then be called to the TTC's during the vacation (3 x 30 days) to go through an intensive program in English and to help them in the subjects they have covered in the correspondence courses. A kind of study group should be organized locally where the participants of the same level could get together, discuss their courses, and a secondary school teacher should be asked to assume leadership of the group. The correspondence courses will need good organization and good planning. In order to help the teachers, a system of cumulative marks should be introduced. The philosophy behind these correspondence courses is to help the teacher achieve the required level of education. The Kenya National Union of Teachers (KNUT) should be asked to help because it is in their interest to raise the level of teacher education. The correspondence course should be prepared one year in advance but the outline of this scheme should be ready for the whole course so that all subjects are traced out and divided into weekly units.

The Teacher Training Colleges should also be asked to give specific preparation to P3 and P4 teachers for NPA classes. A very intensive training of one month should be given in the TTC's during the vacations, and not of one week as in the past. The curriculum for the one-month training period should be defined as clearly as possible.

The next item the team would like to deal with here is the problem of the training of teachers for secondary schools. There is a trend towards taking P1 teachers from primary schools and re-training them as secondary school teachers. If this goes on the primary schools will lose leadership and it is not in the interest of secondary schools to have a weak primary system. We have to increase the resources for training teachers for secondary schools and teachers for the Training Colleges, and eventually, teachers for vocational and technical schools.

One of the best colleges (in terms of facilities) should be converted into an Advanced Teacher Training College (ATTC). The Kenyatta College seems to be the most suitable college for this purpose. The intake should consist of secondary school leavers (6 years) who will follow a course of three years and after finishing their studies successfully receive a Bachelor Degree in Education with a major in one subject or a group of subjects. The possibility of returning to the college for M. study after having served for three or four years in the secondary schools should be created. In this connection the team would like to propose giving serious attention to the use of Kenyan graduates from abroad. A number of these University graduates should be brought into the ATTC to strengthen the staff. In doing this we will be able to tackle the problem of teacher supply at the root. A committee is proposed to look into this matter so that Kenya could in time become self-supporting in the staffing of secondary schools and TTCs.

To sum up, four important steps should be taken in the field of teacher training:

1) A crash program to train P2 and P1 teachers.
2) The uplifting of all teachers below P2 level to the P2 level.
3) An in-service course for NPA teachers.
4) The establishment of an Advanced TTC for staffing the secondary schools and TTCs.

e. Finances

The financing of primary education in Kenya, as it now stands, is the responsibility of both the Central Government and Local authorities. The Central Government trains the teachers and pays the Provincial Inspectors, while the County Council pays the teachers and the Assistant Education Officers, provides traveling allowances for the AEOs and is responsible for the purchase of educational material for schools.

The County Council receives £1 per student per annum for equipment from the Central Government. The Community is in charge of land, buildings and furniture. This is a great responsibility considering the need for the rehabilitation of school buildings, the building of additional classrooms for the committed growth of existing schools, and the establishing of new schools to expand primary education. After the MPA had started, the conditions of the buildings and furniture came more into focus, and it was felt that better books, more educational apparatus, and more traveling allowances were also needed.

As the program expands more and better-qualified teachers will be needed. For this training a provision in the original development plan was made (£421,250). But, on the other hand, there is no provision whatsoever in the County revenue to cope with this increasing expenditure.

Additional expenditures, as listed below, have been added to the County budget by introducing the MPA.

1) New Peak Series + Apparatus
2) Additional AEO's (Supervisors)
3) Traveling Allowances for Supervisors
4) In-service courses and traveling allowances for teachers
5) Operation of centers (equipment + traveling allowances + fees)
6) Increase in salaries by employing better qualified teachers.

A possible increase in the grant from Sh15 to Sh20 per student per annum will be of great help to cover the unforeseen expenditure for educational material.

After having studied several county budgets, one arrives at a conclusion that the county is to rely on the following resources which are listed in order of priority:

1) Rates and Taxes
2) School Fees
3) Grants
4) Services
5) Agricultural Cess
6) Licenses.

A serious look into those sources of revenue should be undertaken not only for the sake of education but, above all, for the total development of the country which has many development programs. On the other hand, there are still possibilities of reducing the expenditure of the counties if specialists could be asked to help. There is a strong

conviction among experts in this field that almost all the counties have enough potential to raise their total revenue. The problem is that the tax machinery is not operating very well.

Above all it is necessary to impress upon the people that development means more work, more energy and that against the rising demand should also be a rising supply of effort. The team is of the opinion that the expansion of the MPA program and, in general, the improvement of the primary school system can be paid for by the community if better community and educational leadership is available.

f. Foreign Aid

The MPA is being supported by foreign aid and the Ford Foundation is the leading agency. More aid is in fact necessary to support these aspects of the program:

1) Trainers
2) New Book Series
3) Apparatus
4) Library Books
5) Reading Materials
6) Vehicles and Traveling Allowances
7) In-Service Courses
8) Audio-Visual Aids.

The assistance rendered by the donors is well appreciated by the people of Kenya. The team has observed that foreign aid in the field of manpower should be better co-ordinated through the Ministry of Education. The team considers the following items as the most appropriate for foreign assistance:

1) The Curriculum Development Unit
2) Education advisers in every county
3) Staff for Teacher Training Colleges
4) Educational material (books and apparatus)
5) A small amount of equipment for every center in the county
6) Tape recorders for the TTC.

Curriculum Development Unit

Required Staff 8 specialists period 4-5 years

1 General educator to act as executive secretary of the CDU.

1 Specialist in English as head of the language section. This specialist should be assisted by 1 specialist in Swahili and several specialists in vernacular languages. They should be Kenyans.

1 Specialist in charge of the Social Science Section.
1 Specialist in charge of the Natural Science Section.
1 Specialist in charge of the Maths Section.
1 Specialist in charge of the Health and Physical Education Section.

Every specialist should have adequate experience in teaching. The training of Kenyan counterparts should be a part of the aid. Assistants should be locally recruited so that as many Kenyans as possible should be trained.

Advisers

Required Staff 40-50 advisers period 4-5 years

There are 40 counties and one-quarter of the counties should have two advisers because of the large number of schools. Every adviser should be provided with transport.

Assignment

To train headmasters and African supervisors and visit centers to give advice. Preferably, they should be unmarried men because of the amount of traveling time involved.

Background, education, experience in primary school work and some knowledge of teaching English as a foreign language should be taken into consideration when selecting advisers.

Teacher Training College Tutors

The staff of the present TTC's should be strengthened. Tutors are required in various subjects.

Period 4-5 years

Background: Different disciplines. Experience in training college work.

Educational Material

One set of New Peak Series per school + educational material for Standard 1.

Equipment for Demonstration Centers

Educational material for 200 demonstration centers.

Tape Recorders for TTC's

Two tape recorders for each TTC are needed to improve pronunciation and to be used for in-service and up-grading courses.

Conclusion

The team has tried to outline a policy for developing the NPA in all existing primary schools and has also tried to indicate the means of implementing that policy. This has not been an easy task considering the time factor and the

complexity of the problem. Hence the report does not pretend to be perfect.

The Ministry of Education is now faced with a national challenge for many years to come, i.e., the construction of a modern and solid foundation for Kenya education.

The spirit of teamwork among educators themselves, and among educators and the community, is the best equipment with which to respond to this challenge.

Marnixius Mutasoit

Nairobi
March, 1965

LIST OF LITERATURE

1. The Kenya Independence Order and Amendments
2. Education Ordinance
3. Kenya Development Plan 1964/1970
4. Development Estimates 1964/1965
5. Estimates Recurrent Expenditure 1964/1965
6. Kenya Education Commission Report
7. Paper--Mr. F. K. Sutton (Ford Foundation Representative)
   "Africa's Educational Needs and Opportunities"
8. Report--Dr. Stabler, Education Planner, Ministry of Education
9. Special Centre Reports--Mr. O'Hagan
10. Syllabus for African Primary and Intermediate Schools
11. Several County Estimates for Recurrent Expenditure

LIST OF DISCUSSIONS OR INTERVIEWS

1. Chief Education Officer
2. Kenya Institute for Education
3. Provincial Commissioners
4. District Commissioners
5. Provincial Education Officers
6. Provincial Inspectors
7. Assistant Chief Education Officer (Primary)
8. Assistant Chief Education Officer (Secondary)
9. Parents
10. Ministry of Local Government
11. Supervisors for the NPA
12. Headmasters
13. Teachers
14. Kenya Teachers' Union
15. Member of Parliament
16. Donors

JOINT RECOMMENDATIONS

Language Policy

1. English should become the universal medium of instruction in the schools of Kenya.

2. Swahili should be introduced in Standard IV and should continue as a compulsory subject thereafter. Exceptions should be made in areas where Swahili is the vernacular, or where there is such a mixture of vernaculars as to make instruction in any one of them impractical.

3. Primary school pupils should become literate in their vernacular with one period of instruction per day in Standards I, II and III and one period per week in Standards IV-VII.

4. In order to provide adequate instruction in Swahili it will be necessary to prepare teaching materials, strengthen training college staffs, and train large numbers of teachers through in-service and pre-service courses.

A Curriculum Development Unit

5. The time has come for a fundamental change in the status of the Special Centre. The Special Centre should be combined administratively and physically with other agencies into a single over-all Curriculum Development Unit. This Unit should be directed by a Board of laymen and professionals with the Chief Education Officer serving as Chairman and the Chief Inspector of Schools as Vice-Chairman. It should be administered by an executive secretary to whom the heads of the various sections of the Unit would report.

6. The Special Centre should drop its name and become the Language Section of the Curriculum Development Unit. Its director should have special training in linguistics and a close familiarity with primary education.

7. The Language Section should give equal priority to the preparation of materials and teachers' guides in the vernaculars, Swahili and English.

8. Language Section staff assigned to develop Swahili materials should attend a workshop in Dar es Salaam in 1965 and participate in the preparation of up-to-date materials for teaching Swahili.

Teaching Materials

9. An evaluation of the New Peak Course is necessary.

10. Visual aids to accompany the New Peak Course should be printed and distributed to teachers.

11. Formal reading in English should be postponed until Standard II.

12. In revising the New Peak Course and in developing the Pivot Course greater use should be made of trial teaching and systematic consultation with teachers and training college tutors.

13. NPA should be continued into the Upper Primary.

14. A new primary curriculum needs to be developed that will have an African outlook in a global context.

NPA Expansion

15. New NPA classes should not be authorized until the necessary funds are available for school buildings, supplies and equipment, trained teachers and adequate supervision. It will be necessary for educational leaders at all levels to impress on local authorities, parents, and the general public that NPA classes require more funds than traditional primary classes.

16. The Ministry should draw up and circulate widely a statement of the conditions that must be fulfilled before a new NPA class will be approved.

17. If local authorities can provide funds to meet the requirements of NPA classes, the date by which all Standards I should be included in the NPA is 1970.

Supervision

18. A well-trained and unified supervisory service should be established with the aid of foreign personnel, and provision should be made for traveling expenses.

19. One NPA Supervisor should be appointed for each of Kenya's forty counties by the end of 1966, and a country-wide network of supervisors should be appointed with clear-cut patterns of responsibility.

20. Assistant Education Officers should be capable of supervising NPA classes and each AEO should be responsible for not more than twenty schools.

21. A network of Local NPA Centres, three to five in each county, should be established to offer demonstration classes, serve as an outlet for materials, provide opportunities for teachers to improve their oral English, and function as a kind of professional workshop and library. The Centres would operate under the authority of the County NPA Supervisors.

Teacher Training

22. The target for teacher training should be a minimum qualification of P2 for all teachers of NPA classes.

23. The contribution of the training colleges to NPA can be improved through a wider familiarity with the New Peak Course and other materials on the part of training college tutors, the development of a common syllabus for use in preparing NPA teachers, the improvement of students' oral English, and the use of pilot or demonstration schools.

24. Preparation for NPA teaching should be compulsory for all students in training colleges.

25. Correspondence courses, and vacation classes for not less than one month should be used to upgrade P3 and P4 teachers to the P2 level and give them specific training in NPA methods. Headmasters, too, would benefit from vacation courses in NPA supervision.

26. An Advanced Training College should be established for training secondary school teachers and training college tutors.

Organization and Administration

27. The Assistant Chief Education Officer in charge of primary education should be the officer responsible for the direction of the NPA program.

28. Communication between administrators at all levels needs to be improved, responsibilities more clearly defined, and the present administrative confusion resolved.

29. Ministry staff and county education officers should advise local communities concerning the improvement of school buildings and classroom furniture.

30. The Inspectorate should accept responsibility for the academic standards of primary schools.

Foreign Aid

31. Assistance from foreign governments and foundations will be necessary for some time to come. Requests for such assistance should be made for staffing the Curriculum Development Unit, for providing NPA supervisors in the provinces, for strengthening training college staffs, and for purchasing and distributing educational materials and equipment.